

ALTERNATIVES, INCLUDING THE PROPOSED ACTION



INTRODUCTION

This *Draft General Management Plan / Environmental Impact Statement* describes three alternatives for management, development, and use of Lyndon B. Johnson National Historical Park. Alternative 1, the no-action alternative, continues the present management direction for the park. Alternative 2, the minimum requirements, describes a modest increase in visitor services and staffing, and a greater emphasis on partnerships and outreach to the local communities. Alternative 3, the National Park Service's proposed action, greatly enhances the visitor experience of the park with additional personal services, expanded regional outreach, greater use of partnerships, and emphasis on restoration of the historic scene at both the Johnson settlement area and the Texas White House complex.

All alternatives provide a two-phased strategy for the LBJ Ranch district. Actions proposed in phase 1 would be implemented immediately, and actions proposed in phase 2 would be implemented following Mrs. Johnson's passing and the departure of the United States Secret Service. At that time the National Park Service would be solely responsible for the preservation and interpretation of the Texas White House and several additional structures that are currently used by the Johnson family or the Secret Service. Unless otherwise noted, the reader may assume that all actions described are phase 1.

Summary comparisons of the three alternatives and their potential environmental impacts are included at the end of this chapter (see tables 4 and 5). Related compliance requirements under section 106 of the National Historic Preservation Act of 1966, as amended, are included in the "Compliance" section of the "Environmental Consequences" chapter of "Part Two: Environmental Analysis." Development cost estimates for the three alternatives are detailed in appendix C, and a list of future research, plans, and studies needed is included in appendix D.

Management Zoning

Management zoning is a method used by the National Park Service to provide a framework for specific planning decisions on use and development. Its purpose is to ensure that appropriate visitor use and park development occur only where such activities would have the least impact on resources, and, where such activities already exist, that they not be expanded to inappropriate locations.

Both the Johnson City and LBJ Ranch districts of the national historical park have been divided into two zones that best describe their management emphasis: historic zone and park development zone. The emphasis within the historic zone is on preservation, protection, and interpretation of the cultural resources and their settings. The emphasis within the park development zone is on provision and maintenance of park development to serve the needs of park operations and visitors. This zone includes areas where park development and/or intensive use substantially alter the natural environment or the setting for historically significant resources.

Johnson City District. Within the Johnson City district the two zones have been subdivided into subzones to further differentiate activities in each zone (see the Management Zones – Johnson City District map). Under the

historic zone are the preservation, preservation/adaptive use, and preservation scenic easement subzones. The preservation subzone includes all historic structures integral to interpretation of the district. Properties within this subzone include the LBJ boyhood home and block and the historic structures and grounds at the settlement (Sam Ealy Johnson, Sr. cabin, Bruckner barn, James Polk Johnson barn, and the cooler house).

The adaptive use subzone covers those historic structures worthy of preservation but for which an interior adaptive use has been identified following the historic preservation fundamental principle that “a building that is utilized is better maintained than a building that remains unused.” The landscape around these buildings has already been modified and would be maintained as at present. Properties within this subzone include the red maintenance building, the education center (Taylor house), the visitor center/headquarters property, and the block containing the Moore, Cantwell, Jones, and Walker houses (the Alexander house on that block is not within NPS ownership but is rented and maintained by the National Park Service in the same manner as the other houses).

The preservation scenic easement subzone includes those lands in Johnson City primarily south of Town Creek within the legislated boundary. If the park acquires an easement on this property, the owner would be expected to manage it in keeping with this subzone.

Within the park development zone are four subzones: administrative development, educational/interpretive development, residential development, and landscape management area. The administrative development subzone includes those areas that are not historic and have been designated for a maintenance or a park visitor staging area purpose (the area south of the settlement across Town Creek known as the “back 40” and the Smith house site).

The educational/interpretive development subzone includes the exhibit center at the settlement. Although the exhibit center is not a historic structure, it is integral to the interpretation of the settlement.

The residential development subzone encompasses that area within the back 40 that provides accommodation for Volunteers-in-Parks (VIP) recreational vehicles (RVs).

The landscape management area subzone includes those portions of the settlement that would be managed either for better visitor understanding of the historic landscape or as a backdrop for the historic structures at the settlement. Several additions to this subzone would occur if the park acquires the Masonic Lodge property and the Cox tract.

Several properties have not been zoned because they are not owned by the National Park Service and are not expected to be acquired. These properties are described in the later section on “Boundaries” and noted on the Management Zones – Johnson City District map.

LBJ Ranch District. Within the LBJ Ranch district the two zones have also been subdivided into subzones (see the Management Zones – LBJ Ranch District map). Under the historic preservation zone are the preservation and preservation/adaptive use subzones, the definitions for which are the same as given for the Johnson City district. The preservation subzone includes the Texas White House and grounds, the Secret Service command post and yard, the LBJ birthplace and immediate grounds, and the cemetery (the National Park Service does not own the cemetery but maintains it). Also included in the preservation subzone are the ranch lands that are managed as

they were from 1963 to 1973. Properties within the authorized boundary on which the National Park Service seeks to acquire a scenic easement would also be expected to be managed in keeping with this subzone.

The preservation/adaptive use subzone includes Klein's shop, the Martin barn, the hangar at the Texas White House complex, the Junction School, the Malechek house, the Bailey house, the cedar guest house, the Sam Ealy Johnson, Sr. farmstead, the show barn and pens complex, and the Texas White House poolhouse.

Within the park development zone are the administrative development and residential development subzones. The administrative development subzone includes the radio tower/big hay shed/"boneyard" site in the far north-west corner of the ranch, and the bus operation headquarters. If the Weinheimer tract is acquired as a site for a new bus maintenance facility in alternative 3, it also would be within this subzone.

The residential development subzone would encompass the existing VIP RV sites. If a new VIP RV site is developed near the radio tower/big hay shed/boneyard in alternative 3, it would replace the existing site. The existing site would then revert to the preservation subzone.

Properties within the authorized boundary but not to be acquired in fee by the National Park Service are envisioned as scenic easements. These properties are noted on the Management Zoning – LBJ Ranch District map.

Interpretation and Visitor Use

Lyndon B. Johnson National Historical Park currently uses a variety of interpretive techniques to tell a very broad story. Unlike other historical parks that commemorate a specific event, the national historical park celebrates the life of the 36th president, beginning with the arrival of his ancestors to the area in 1856 and continuing to the present-day activities of Mrs. Johnson, who has become a significant figure in her own right. Each alternative discusses to what extent each of the interpretive techniques would be used.

Interpretive Scenarios – Texas White House

At the present time it is not known what furnishings or family personal objects in the Texas White House would be turned over to the National Park Service in phase 2 (see earlier discussion on phasing). The following scenarios have been developed to help guide the planning for interpretation of the house.

Limited Furnishings Remain. The historic structural condition and appearance of the building's interior would be maintained. At a minimum, the president's office would be restored with original furnishings already in the park's collection. Visitors would access the building by guided tours with interpreters either leading the tour or stationed at strategic points within the building. Interpretive talks throughout the tour would attempt to describe the appearance of the structure's interior when the Johnson family occupied the building. Brief audio and video clips could introduce images and sounds from the Johnson period of occupancy. Exhibits could present brief text, graphics, and photographs depicting the family and official guests. Visitors would experience an empty house that echoes the voice of the interpreter but not the business of the president or the joys of the family that lived in the structure.

Only Gifts of State Remain. The historic structural condition of the building's interior would be maintained. Visitors would access the building on guided tours interpreted primarily through personal service talks. Gift of state items and some furnishings already in park collections would be displayed in appropriate areas of the house to provide visitors a link through original objects to the people and events in the Texas White House. Visitors would experience a mostly empty house with a few original items that represent only one aspect of the complicated family life and government business that took place within the walls of the structure.

Most Furnishings Remain. The historic structural condition and appearance of the building's home interior would be restored or preserved as appropriate. Visitors would access the home and office of the president with interpreters. A talk presented prior to entering the home would welcome visitors and establish a basis for understanding and appreciating the significance of the building and of the original furnishings they are about to experience. The visitor experience would be characterized by educational, emotional, evocative, and experiential contact with original resources that link visitors to the Johnson presidency, the Johnson family, and the significance of both to the nation's past, present, and future.

Boundaries

The national historical park does not own all of the lands inside the authorized boundary. However, some of the authorized but unowned lands lie within the park's viewshed. Development of these lands could significantly impact the viewshed and therefore the visitor experience. The park would work with neighboring landowners to acquire scenic easements (alternatives 2 and 3). Scenic easements are agreements between the landowner and the National Park Service that provide limits on development of the easement property as a means of protecting the park's setting. The easement agreement spells out what types of development could take place without affecting the viewshed. The easements could be purchased or donated in return for tax benefits. The park's updated land protection plan would reflect the proposals outlined in this general management plan.

Partnerships

The Hill Country is experiencing a significant increase in population and popularity that is expected to continue. There is a considerable amount of planning being undertaken or soon to be undertaken in the immediate region, all of which could be beneficial to planning for the park. It is vital that the National Park Service become involved in these undertakings to ensure that park needs and issues are reflected in those plans.

The park is working with Johnson City as it develops its community master plan. Both the Stonewall and Johnson City communities are growing and that growth will impact the park. Johnson City is of particular concern because it provides city water, sewer, and street maintenance to the park. By working together both communities and the park would be better served.

The park has identified a number of potential partners — Lower Colorado River Authority, the LBJ Presidential Library, the Lady Bird Johnson Wildflower Center, the Texas State Park System, and economic development agencies from Fredericksburg, Austin, and San Antonio. These agencies can provide valuable expertise, funding, or knowledge that would be useful to the park.

The Lower Colorado River Authority is currently working on its regional strategic plan with actions that could affect the Pedernales River through the park. Other possible partners might include Southwest Texas State University, University of Texas, Texas A&M University, and University of Texas at San Antonio.

ACTIONS COMMON TO ALL ALTERNATIVES

Although there are differences among the alternatives, several actions are common to all alternatives.

General

The park would address the decline in visitation through improved interpretive programs, educational outreach, a park newsletter, and additional park events. Each alternative differs by level and amount of additional programs, outreach, and special events that would be undertaken. Alternative 1 would focus mainly on refinements to existing programs and events, while alternatives 2 and 3 would expand the quality of existing programs and add new programs, expand outreach, and develop new park-related events. New programs and events described in alternatives 2 and 3, along with the opening of the Texas White House to the public, would likely increase visitation.

The park's educational outreach programs to surrounding communities and efforts to increase park visibility through regional, state, and national initiatives would continue. Each alternative differs in the scope of its outreach, with alternatives 2 and 3 incrementally expanding the coverage beyond the local communities.

All historic structures or features that were existing at the ranch prior to the death of Lyndon B. Johnson would be preserved because they are part of the cultural landscape. Uses for those structures not important to the interpretive story of the national historical park have been identified. These structures would continue to function as part of a working ranch and would be maintained and protected to an appropriate level. In addition, all historic park structures in Johnson City would be preserved; those not important to the interpretation of Lyndon B. Johnson would be maintained, protected, and used for park purposes.

All landscape restoration would be accomplished in accordance with a cultural landscape report and would be subject to considerations of feasibility, appropriateness, and practicality.

All items accessioned into the park's museum collections and archives would be fully protected and preserved for future study, interpretation, or use. The archival and museum collection would continue to be exhibited or stored in appropriately controlled environments, to ensure adequate protection against accidents, theft, atmospheric elements, insect infestations, and vandalism.

The park's educational outreach programs to surrounding communities and efforts to increase park visibility through regional, state, and national initiatives would continue.

Efforts to work with city, state, and regional entities to improve site access and visibility would continue. The intensity of activity varies in each alternative.

IN THE RUGGED HILL

COUNTRY . . . HE DEVELOPED

THE STRENGTH OF CHARACTER,

THE COURAGE, THE VISION, THE

SENSE OF REALISM, THE

COMPASSION WHICH ENABLED

HIM TO PERFORM WITH

EFFECTIVENESS THE TASKS OF

HIS OFFICE.

HOMER THORNBERRY,
LBj: IMAGES OF A VIBRANT LIFE

The park's current cooperative relationship with the Lyndon B. Johnson State Historical Park would be enhanced wherever possible.

All facilities (e.g., structures, trails, buses) would be evaluated for accessibility. The impacts on historic resources that may be altered for accessibility would be mitigated to the fullest extent possible, or if the resources cannot be altered, a comparable visitor experience would be provided. All new facilities would be designed for universal accessibility.

Johnson City District

The park would continue to work with Johnson City in all matters of mutual interest such as the city's master plan, signs, lighting, and safety. The park would also work with the Texas Department of Transportation to improve the accuracy of road signs in Johnson City and along U.S. 290 and to improve the safety of visitors arriving at the park.

The park would continue its efforts to acquire several small tracts of land in Johnson City within the park boundary that resulted from survey errors. Acquisition of these isolated, undevelopable pieces of land would ensure their maintenance and preclude any future administrative difficulties.

The practice of prescribed burns to establish and maintain presettlement conditions would continue.

Appropriate livestock such as Texas longhorns would continue to be grazed at the settlement as a part of the interpretation and landscape management of the site.

Roads throughout the settlement would be maintained unless deemed unnecessary for maintenance or visitor access.

LBJ Ranch District

The national historical park would maintain its easement through the English Park.

The historic landscape of the LBJ Ranch would be preserved.

The present management of the genetic characteristics of the cattle herd would be adhered to in accordance with the recommendations of a report by Texas A&M University.

Use of the Malechek house would continue subject to life estate restrictions and would then revert to park adaptive use.

The Jordan and Johnson dams would be maintained in accordance with NPS management guideline, NPS-40, "Dams and Appurtenant Works: Maintenance, Operations, and Safety."

A gate would be installed across Park Road 49 at the Junction School to secure after-hours' access to the ranch (phase 2).

Joint use of the hangar at the Texas White House would end (phase 2).

ALTERNATIVE 1: NO ACTION

Concept

The no-action alternative describes the baseline to which all other alternatives are compared. It outlines what would happen if the current funding levels were maintained and the management, interpretation, and maintenance also stayed the same. Although it is possible that the no-action alternative could become the selected alternative, it is rarely the case, based on NPS planning experience, because it does not adequately address the issues identified. Of most concern would be the inability for the general public to visit the Texas White House.

Goals

The current condition does not meet the objectives of the national historical park's mission goals — as described in part one of this document as well as in the park's 1997 *Strategic Plan*. Rather, it provides the baseline to which the goals are compared.

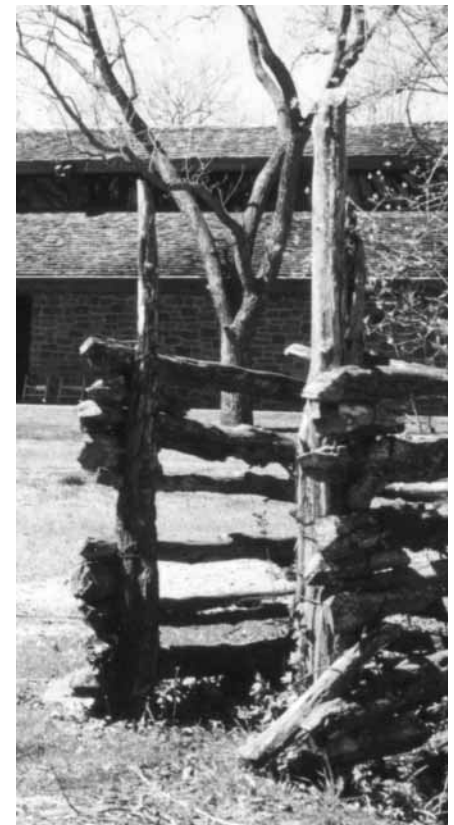
Goal #1 – The national historical park does not currently meet the objective of this mission goal, but it is in the process of identifying partners and ways of working with those partners to encourage the preservation and maintenance of the cultural and natural environments of the Hill Country. The park is also placing emphasis on the collection of data required by NPS policy that would contribute to the needs of those partners. However, fiscal and personnel constraints force the park to focus on meeting the requirements of applicable laws and NPS policies and hampers the park's ability to fully realize this goal.

Goal #2 – The national historical park is moving toward identification of resources that provide visitors with a better understanding of the Johnson life and legacy. It is beginning to develop a network of national, state, local, and private entities that would cooperate in providing a “backbone” for regional tourism based on the former president. However, the park currently has only minimal resources to work toward this goal.

Goal #3 – The national historical park is trying to refocus its energies to continue a leadership role within the Intermountain Region of the National Park Service while trying to partner with other agencies, state, and private groups to maximize the telling of the Johnson story and to preserve and protect the very resources upon which that story depends.

Interpretation and Visitor Use

Currently yearly visitation to the national historical park is approximately 140,000 visitors. Visitation figures for the ranch (approximately 75,000 visitors) are based on the bus ticket count. Visitation figures for Johnson City (approximately 62,000 visitors) are less accurate because some visitors do not check in at the visitor center. However, the trend over the last 10 years has been a decline in visitation. The park would continue to upgrade and improve the way that it does interpretation. Improved programs give visitors a reason to return and draw word-of-mouth attention to park programs. However, current staffing and funding levels would limit the park's



HE ALWAYS WANTED TO KNOW
THE HUMAN CONSEQUENCES.
“WHAT DOES IT MEAN TO
PEOPLE?”, HE WOULD ASK.

WALTER HELLER
LBJ: IMAGES OF A VIBRANT LIFE

ability to increase the number or frequency of new programs that could be implemented; thus, visitation likely would continue to decline.

All primary interpretive themes are currently presented providing visitors with a basic understanding and appreciation of Johnson's life and legacy. Secondary themes enhancing visitor experience are presented mainly through occasional personal contact with a ranger or VIP, or through nonpersonal media such as exhibits, brochures, or film.

Facilities are open on a regular basis during the heavy visitor season in the spring and more intermittently the rest of the year based on staffing availability. Visitors receive formal orientation to the park at the visitor center in Johnson City and at the state historical park's visitor center. Ranger- or VIP-led interpretive programs occur in both districts, and special events are held throughout the year. As new programs are developed by the park, other programs must be reevaluated and staffing reallocated to accommodate new programs.

The park has developed one historic structure in Johnson City into an education center where park staff work with school groups of various ages to provide them with an understanding of history of the Johnson family and presidency. A lack of staffing has hampered the full use of this facility.

A more in-depth description of current interpretation and visitor use and experience at Lyndon B. Johnson National Historical Park is included in the “Affected Environment” section of “Part Two: Environmental Analysis.”

Facility Development and Maintenance

Johnson City District. All historic structures within the Johnson City District have been preserved. These structures represent several periods of significance. The structures important to the interpretive story have been restored to represent those periods most appropriate to their interpretation. Historic structures not a part of the interpretive story have been preserved and rehabilitated to serve various park functions. There would be no change in the level of maintenance for these structures.

The landscape of the boyhood home is maintained as it was when it was given to the park. The landscape of the Sam Ealy Johnson, Sr. cabin and outbuildings is maintained in grass pending recommendations of a proposed historic landscape study. The current level of landscape maintenance would continue.

The maintenance shop is in the red maintenance (Withers-SpaULDing) building, which has a small outdoor storage yard/vehicle parking area. A larger storage area and covered storage facility is in the area south of Town Creek below the settlement referred to by the park as the back 40. These facilities would remain unchanged.

Also in the back 40 is the VIP campground where park volunteers who sign up for an extended period of time can park their RV. This area is equipped with concrete pads for parking, sewer hookup, water, and clothes washing facilities. No additions or changes to this area would be made.

The nonhistoric Smith House, which is currently in a deteriorated state, would be removed.

Although the authorized boundary is larger than what is actually owned, the park would not actively seek to acquire the Masonic Lodge, Cox tract, or the Alexander house in Johnson City. Likewise, the park would not seek to purchase an easement on the property along Town Creek south of the settlement as a visual buffer against future development. Instead, the park would continue to work with adjacent landowners and the city to ensure that visual buffers would be provided as part of any development of the properties.

There would be no change in road maintenance or livestock grazing within the settlement.

LBJ Ranch District. As in the Johnson City district all historic structures are being preserved. Some structures, such as the Junction School, Bailey house, and the Sam Ealy Johnson, Sr. farmhouse, have been “mothballed” to preserve them as a valuable part of the historic landscape and to allow for future use. Klein’s shop in the Texas White House complex has been rehabilitated as the ranch district maintenance facility. The former White House communications building (and fertilizer shed) has been converted into the bus maintenance garage and ranch district offices. The communications trailers are in a deteriorated state but are being preserved as a valuable part of the historic landscape and the Texas White House story although their condition does not allow their interiors to be opened to the public. The park would continue to maintain these buildings at current levels.

The ranger office in the tile house would eventually be rehabilitated to better accommodate that function.

The Texas White House would undergo thorough evaluation by the National Park Service, and measures would be undertaken to arrest deterioration. However, only preventive maintenance would be performed. No rehabilitation of the structure’s interior would be undertaken to prepare it for visitors or exhibits.

The Texas White House complex, including the Martin barn, LBJ hangar, and poolhouse, would be maintained as important features of the ranch landscape.

The show barn would be maintained as an important stop on the bus tour. A VIP campground has been developed near the north airplane hangar. It would be maintained and the utilities eventually upgraded.

At the north end of the ranch near the historic radio tower, the ranch district has a storage area for farm equipment and supplies and a curatorial storage structure. There would be no changes in use or maintenance.

Ranch lands would continue to be maintained in accordance with current NPS policies and procedures to look essentially as they did during the president’s lifetime. No scenic easements would be purchased, rather the national historical park would work with neighbors to minimize the impact of any changes in use or development within the authorized boundary but not within NPS ownership.

Plan Implementation

This alternative reflects the current park staffing and is not reflected in the park’s 1997 *Strategic Plan*. This level would not allow for any expansion of educational or visitor outreach beyond what could be accomplished by current staff. There would continue to be a heavy reliance on brochures, films, and other media.

The estimated development cost of implementing alternative 1 is \$91,000 (see appendix C for a breakdown of costs).

TABLE 1: STAFFING REQUIREMENTS AND COSTS - ALTERNATIVE 1 (NO ACTION)

FUNCTION	CURRENT STAFF
Superintendent	2 permanent
Administration	6 permanent
Facility Management	23 permanent 12 seasonal
Interpretation and Resource Management	23 permanent 9 seasonal
Operations and Maintenance Cost (based on current staff)	\$2,669,000

ALTERNATIVE 2: MINIMUM REQUIREMENTS

Concept

Alternative 2 is characterized by small, incremental changes in everyday maintenance, interpretation, and administration of the park. It raises the level of site maintenance and preservation, provides additional personal services for interpretation, modestly expands educational outreach to the local community, and provides the additional staff necessary to prepare the Texas White House for opening to the public and interpretive and protective staff to make a limited schedule of visitation possible.

Goals

This alternative meets the objectives of the national historical park's long-term goals — as described in part one of this document as well as in the park's 1997 *Strategic Plan* — for the following reasons:

Goal #1 – It meets the objective of this goal because it addresses the need to partner with other agencies and organizations to protect and maintain the natural environment and cultural resources of the Hill Country. It also places emphasis on the collection of data required by NPS policy that would contribute to the needs of those partners.

Goal #2 – It meets but does not exceed the objective of this goal because it does not substantially increase the amount of personal services that the park provides nor does it significantly increase the amount of special programs or outreach over the present.

Goal #3 – It minimally meets the objective of this goal because it allows the park to acquire additional staff to focus resources on internal NPS initiatives and oversee additional VIP personnel.

Interpretation and Visitor Use

All primary interpretive themes would be presented to provide visitors with a basic understanding and appreciation of Johnson's life and legacy. Secondary themes that enhance visitor experience would be presented through personal and nonpersonal media to meet increasing visitor needs to the extent funding and staff allow.

The interpretive program would not change for the foreseeable future. Facilities would be open on a regular basis, as staffing is available. Visitors would continue to receive formal orientation to the park and ranger led interpretive programs. There would be some expansion of current programs to meet increased needs, but no new program initiatives would be undertaken. Nonpersonal services such as wayside exhibits, site bulletins, brochures, and audiovisual media would be used to supplement personal services throughout the park. Education and outreach programs would be fostered and expanded in the community. The current positive relationship with the Southwest Parks and Monuments Association (SPMA) would continue and other partnerships would be sought.

I HAVE NEVER FOUND A MAN
SO DEEPLY INFLUENCED BY HIS
FAMILY AND SO STEEPED IN HIS
ANCESTRY AS LYNDON B.
JOHNSON.

BELA KORBITZER
*HISTORIC RESOURCE STUDY:
LYNDON B. JOHNSON NHS*

In phase 1 the visitor would not likely be aware of changes to the interpretive program in Johnson City or at the ranch. The park staff would upgrade and improve its programs, but those changes would likely be refinements in program scheduling, frequency, and quality of interpretive talks and special programs, and additional brochures and handouts. However, in phase 2 the Texas White House would be open on a limited basis, which would cause the park to change how it does interpretation at the ranch. It is expected that visitation to the ranch would increase considerably with the opening of the Texas White House, while initially decreasing the number of visitors to Johnson City as visitors focus on seeing the ranch house.

Johnson City District. Interpretive programs at the Johnson City district would continue as at present. Current staffing levels could provide adequate orientation and information in the visitor center. Interpretive media would include films, exhibits, and audio stations. The SPMA sales outlet would remain in full operation. Regularly scheduled ranger-led tours of the boyhood home would be conducted daily. A continuing but limited calendar of special events, lectures, and educational and outreach activities would be conducted in the district.

The Johnson settlement would be open daily. Costumed interpreters, whether staff or VIPs, would oversee the site. There would be limited interpretive demonstrations as staffing permits. Occasional special events would be held to celebrate events and to encourage visitors to return to the park. Interpreters would be supplemented by new site bulletins that describe interesting facets of settlement life. A park bus would continue to bring visitors to the settlement on special occasions or on very busy days. Access to the settlement would remain primarily by foot but visitors with disabilities would continue to be allowed to drive into the settlement area as far as the exhibit center.

LBJ Ranch District. Interpretation at the LBJ Ranch district would be maintained at current levels. The cooperative arrangement between the state and national historical parks would continue. Both parks would continue to seek package tours to increase visitation. NPS interpretive lectures would be given occasionally as staffing permits at the state historical park's auditorium building. Daily bus tours and a calendar of special events, lectures, exhibits, and educational activities would continue.

The interpretive bus tour operation with interpretive fee collection would continue on a regularly scheduled basis. The bus would gather visitors at the state historical park and bring them to various stops in the LBJ Ranch district (Junction School, birthplace and cemetery, Texas White House complex, show barn) with interpretive talks given on the bus. Restricted visitor access in the core area of the Texas White House would continue.

Interpretive exhibits at the show barn would be upgraded, but personal services would remain limited at this site. Special events and education program activities would be continued at the show barn. Wayside exhibits and brochures would provide nonpersonal interpretation between the Junction School and the east gate to the Texas White House.

In phase 2, once security needs were no longer a consideration, the bus tour would become a shuttle system with designated stops where visitors could exit the bus to explore the historic sites then get on another bus and continue their tour. The Texas White House would be opened for visitation; visitors would also have limited access to other historic features of the Texas White House complex such as the Secret Service command post, the hangar, the Martin barn, and grounds. Rangers would be stationed at various locations to assist visitors and to provide interpretive talks. Under this alternative, there would be a need for increased staffing after the Texas White House is opened and the Secret Service has left.

Facility Development and Maintenance

Johnson City District. The appearance of the park would not change much from the way it looks today. The level of maintenance on buildings and landscape would be the same as at present. No attempt would be made to restore the grounds around the boyhood home or the Johnson cabin to a more historical appearance.

The red maintenance building would continue to be used for maintenance operations. The nonhistoric Smith house, which is in very poor condition, would be removed and the site landscaped. The nonhistoric Hobbs house would continue to be maintained for storage purposes.

The park would seek to acquire two sites along U.S. Route 290: the Masonic Lodge and the Cox tract. The park would also seek to acquire the historic Alexander house. The park would not seek to purchase an easement on the property along Town Creek south of the Johnson settlement as a visual buffer unless future development south of the park became a reality or the integrity of the settlement's southern viewshed was compromised. The park would first try to work with neighbors and the city to ensure that visual buffers become a significant part of any development of the property.

LBJ Ranch District. The park would continue to provide access to the ranch using the current bus system with onboard interpreter. However, in phase 2, the bus system would become a "shuttle" system with buses continually circling from stop to stop and passengers boarding and disembarking at their leisure. Limited interpretation would be provided on the shuttle.

The Junction School would be stabilized but not open to the public. An entrance gate would be constructed near the school to secure access to the ranch. The growth of wildflowers along Park Road 49 would be encouraged and maintained as a part of the continuing legacy of Mrs. Johnson.

The Bailey and tile houses would be rehabilitated for park administrative needs.

The show barn would be maintained as an important stop on the bus tour with both upgraded office space and exhibits. Minor improvements would be made to the bus barn. Utilities at the VIP trailer site would be upgraded.

Ranch lands would continue to be maintained in accordance with current NPS policies and procedures to look essentially as they did during the president's lifetime. Scenic easements would be acquired, wherever possible, for those properties within the authorized LBJ Ranch boundary but not within NPS ownership to ensure that the visual impact of any development within those easements would be minimal.

Development concept plans and design guidelines for the LBJ Ranch district would be required.

In phase 2, the Texas White House would be evaluated, stabilized, and preserved and subsequently opened to the public for interpretation.

Also in phase 2 the maintenance operation would be moved to a new structure in the vicinity of the communications tower on the north side of the ranch. Klein's shop would become a visitor contact/holding facility for tours of the Texas White House. The communications trailers would be stabilized to prevent deterioration. The Martin barn, hangar, and poolhouse would be adaptively used and maintained as important features of the LBJ Ranch landscape.



YELLOW BITTERWOOD

Plan Implementation

This alternative identifies a need for gradual increases in permanent NPS and volunteer staff as outlined in the park's five-year *Strategic Plan*. These increases would make it possible to supplement the programs and interpretation currently being provided with additional staff and by the production of improved media such as newsletters, brochures, and site bulletins. The park would be better able to focus its staff where needed.

The estimated development cost of implementing alternative 2 is \$3,757,000 (see appendix C for a breakdown of costs).

TABLE 2: STAFFING REQUIREMENTS AND COSTS- ALTERNATIVE 2 (MINIMUM REQUIREMENTS)

FUNCTION	CURRENT STAFF	ADDITIONAL STAFF
Superintendent	2 permanent	
Administration	6 permanent	1 GS-7 property clerk
Facility Management	23 permanent 12 seasonal	1 WG-8 maintenance worker 1 WG-3 laborer 1 WG-5 maintenance worker* 1 WG-3 custodian**
Interpretation and Resource Management	23 permanent 9 seasonal	1 GS-9 museum assistant 1.5 GS-9 interpreters .5 GS-9 PIO assistant 2 GS-9 education assistants 2 GS-9 interpretive rangers* 2 GS-9 protection rangers*
Operations and Maintenance Cost (based on current staff)	\$2,669,000	
Additional Operations and Maintenance Cost (based on increased staff)	\$2,669,000	\$375,800 – Phase 1 <u>\$297,100</u> – Phase 2* \$672,900

* In phase 2, additional staff would be needed for the Texas White House complex.

ALTERNATIVE 3: PROPOSED ACTION

Concept

This alternative significantly expands the park operations, maintenance, and interpretation levels. It greatly increases park outreach to the region and allows the public much greater access to the Texas White House. This alternative is the National Park Service's preferred course of action at this time.

Alternative 3 depends heavily on construction of a new combination bus maintenance facility/interpretive ranger office south of the Pedernales River. This new facility would allow the ranch maintenance and ranch operations to move into the bus maintenance facility and a visitor contact station to be installed in Klein's shop. Without this new facility, none of the other operations could be moved and this alternative could not be implemented. All facets of visitor interpretation and transportation would be affected.

Goals

This alternative fully meets the objectives of the national historical park's long-term goals — as described in part one of this document and in the park's 1997 *Strategic Plan* — for the following reasons:

Goal #1 – It provides for partnering with other agencies and organizations to protect and maintain the natural environment and cultural resources of the Hill Country. It places emphasis on the collection of data required by NPS policy that would contribute to the needs of those partners. It provides adequate staff to make partnering possible.

Goal #2 – It makes additional staff and financial resources available to increase personal services within the park and to increase special programs and outreach.

Goal #3 – It provides the additional resources necessary to accomplish internal NPS initiatives and assist other parks and it allows the park to more fully use VIPs to accomplish the kinds of programs that the park has had to curtail because of a lack of staff and funding.

Interpretation and Visitor Use

Interpretive programs and facilities throughout the park would present all primary and many secondary interpretive themes to enhance the visitor experience. Visitors would find opportunities to participate in a range of orientation, education, and interpretive activities for differing levels of interest, understanding, and sophistication. They would be able to explore the park's diverse resources, visualize the setting associated with the historic time period interpreted, and identify with the experience and feelings of personalities who historically lived at or visited this site. They would have access to accurate, balanced, and in-depth information about Johnson's life and legacy.

NO MAN, ALL THE CYNICAL
 STEREOTYPES TO THE
 CONTRARY, EVER MORE
 VOLUNTARILY GAVE UP POWER
 IN AN EFFORT TO BRING
 REUNION TO HIS COUNTRY.

WILLIAM S. WHITE,
LBJ: IMAGES OF A VIBRANT LIFE

The interpretation would be designed to significantly increase the number of repeat visitors who return to the park for additional programs and special events. The return of the wagon transport in Johnson City and the opening of the Texas White House is expected to create considerable interest initially in visiting the park, and the variety and number of new programs and events would continue to bring visitors back. The improved park experience and greater outreach programs would enhance the park's position within the crowded tourism market of south-central Texas and would be expected to substantially increase visitation at both the Johnson City and LBJ Ranch districts.

Johnson City District. All facilities in this district would be open on a daily basis. Additional interpretive staff (up to 14 FTEs) would provide creative, well-researched, high-quality interpretive programs. The visitor center would function as it does now, but with extended emphasis on children's interpretation, lectures, and additional interpretive presentations on a variety of topics.

Ranger-led tours of the LBJ boyhood home would continue to be provided daily on a regularly scheduled basis. Education program opportunities would be expanded to educational institutions and schools throughout the region.

Significant improvements in interpretive opportunities would be implemented at the Johnson settlement. Interpretation would be expanded to provide costumed interpreters at the cabin and chuckwagon on a daily basis. A wagon would be used to provide transportation for visitors from a staging area (the Smith house site) outside the historic area to the exhibit center, and to set the mood for the costumed interpretive program.

LBJ Ranch District. Cooperative arrangements with the Lyndon B. Johnson State Historical Park and the Southwest Parks and Monuments Association would remain positive and strong with increased dependence on each organization to share in the responsibility of effectively presenting both parks' stories in all interpretive programs and materials when feasible. The cooperative arrangement between the state and national historical parks would be expanded to include cooperation/assistance with exhibits and interpretation and better overall integration of programs. Both parks would work together to encourage package bus tours from around the region and country.

Interpretation at the show barn would be expanded to include personal services, exhibits, and audiovisual productions. There would be an upgrade of exhibits in the barn as well as a display of historic farming and ranching equipment. There would also be an increase in special events and education programs.

In phase 2, new interpretive stops would be added at the Junction School and the Texas White House. Interpretive staff located at each site would explain the significance of that particular resource. For visitors who prefer to see the site on foot, an interpretive trail would be located between the Junction School and the birthplace and on to the east gate. Adaptive reuse of the Junction School would provide interpretive opportunities for visitors through exhibits and facilities for education programs.

In phase 2, the Texas White House complex would become the focal point of the interpretive program at the LBJ Ranch. Visitors would also have access to several other historic features of the Texas White House complex. The Secret Service command post would be restored and interpreted. The airplane hangar would become a flexible exhibit area with multipurpose space for interpretive programs, audiovisual presentations, lectures, and films.

The Martin barn would contain exhibits relating to early agricultural history on the LBJ Ranch. Klein's shop would be used as a visitor contact station with a limited SPMA sales area and restrooms.

Facility Development and Maintenance

Johnson City District. Although the park would not look substantially different than it does today, some changes would be noticeable. The level of maintenance on buildings and landscape would be higher than at present. A cultural landscape report would determine the feasibility and desirability of restoring the landscapes of the Johnson cabin and the boyhood home to a more historical appearance. If restoration is not considered feasible or desirable, the landscapes would continue to be maintained at the present level.

The nonhistoric Smith house would be removed and the site landscaped to function as a staging area for the horse-drawn wagons. The nonhistoric Hobbs house would be disposed of either by exchanging the property for the historic Alexander house (which the park rents and maintains) or by selling the house and requiring that it be moved off the property. The site would then be landscaped open space.

A new maintenance facility for the Johnson City district would be constructed south of the settlement in the back 40. The red maintenance building, a historic structure that is not a part of the park's interpretive story, would be adaptively reused or leased under the historic leasing program or used for other park purposes.

The park would attempt to acquire the Masonic Lodge, the Cox tract, and the Alexander house. If acquired, the Alexander House would be adaptively reused. Scenic easements would be sought for the area along Town Creek between the education center (Taylor house) and the VIP campsites to the south. Town Creek provides an excellent backdrop for the settlement, and vegetation along its banks would protect its viewshed from any future development to the south and east. The park would work with park neighbors to ensure that any development does not detract from the historic character of the park.

As a part of its ongoing research, the park would develop a cultural landscape report for the entire district to improve interpretation of historic resources and to ensure accuracy of historic landscapes.

Visitors with disabilities would continue to be able to drive on existing maintained roads to the settlement exhibit center or ride accessible buses.

LBJ Ranch District. Expanded cooperation with the state historical park could extend to construction of a new joint bus maintenance facility on state historical park property. Should that prove infeasible, the park would seek to purchase the Weinheimer property across the road west of the state historical park's maintenance facility.

The growth of wildflowers along Park Road 49 would be encouraged and maintained as a part of the continuing legacy of Mrs. Johnson.

The Junction School would be restored on the exterior and rehabilitated on the interior for educational programs. Restrooms and utilities would be installed. A trail would be constructed from the Junction School to the Texas White House complex so that visitors could walk rather than ride the bus should they so desire.



TEXAS PAINTBRUSH

The show barn would be rehabilitated with new exhibits of ranching and historic farm equipment, as well as new restroom facilities and upgraded utilities. The ranching operation office would move to the vacated bus maintenance facility with the show barn becoming an interpretive/visitor use area.

Utilities at the VIP site would be upgraded immediately. However, because the trailer pads are tightly arranged and unsatisfactory, the entire VIP site facility would eventually be moved to a site east of the communications tower/haybarn/boneyard and screened by vegetation and topography. Four new concrete RV pads would be constructed as well as a gravel access road.

Ranch lands would be maintained in accordance with current NPS policies and procedures to look essentially as they did during the president's lifetime. A cultural landscape report would determine whether missing historic features of that landscape would be restored.

Scenic easements would be purchased, wherever possible, over those properties within the authorized ranch boundary but not within NPS ownership as a means of ensuring that the visual impact of any such development within those easements would be minimal.

Development concept plans and design guidelines for the LBJ Ranch district would be required.

In phase 2, the Texas White House would be stabilized and opened to the public. The maintenance operation would be moved out of Klein's shop and the structure converted to a visitor contact station/SPMA sales operation serving the LBJ Ranch. Once the new bus maintenance facility is constructed south of the Pedernales River, the vacated bus barn would be converted for ranch maintenance operations moved from Klein's shop and the ranching operations moved from the show barn.

In phase 2, the Martin barn would be preserved with walk-through exhibits. The communications trailers would be stabilized, the exteriors restored, and the communications equipment preserved. The Secret Service command post would be restored for interpretive purposes. The LBJ hangar would be preserved and used for exhibits, lectures, and films. The poolhouse would be preserved as an important feature of the Texas White House landscape, but the interior would be adaptively reused.

Plan Implementation

Implementation of this alternative would require an increase in permanent NPS and volunteer staff over and above that outlined in the park's *Strategic Plan* and alternative 1. These increases would make it possible to substantially upgrade programs and interpretation, maintenance, protection, and outreach to the public. The park would be better able to focus its staff where needed.

The estimated development cost of implementing alternative 3 is \$6,763,000 (see appendix C for a breakdown of costs).

TABLE 3: STAFFING REQUIREMENTS AND COSTS - ALTERNATIVE 3 (PROPOSED ACTION)

FUNCTION	CURRENT STAFF	ADDITIONAL STAFF
Superintendent	2 permanent	
Administration	6 permanent	1 GS-7 property clerk 1 GS-5 clerk
Facility Management	23 permanent 12 seasonal	1 WG-8 maintenance worker 1 WG-7 maintenance worker 1 WG-3 laborer 1 WG-5 maintenance worker* 2 WG-3 laborers/custodians*
Interpretation and Resource Management	23 permanent 9 seasonal	1 GS-9 museum assistant 1.5 GS-9 interpreters .5 GS-9 PIO assistant 2 GS-9 education assistants 4 GS-5 interpreters (wagon addition; probably subject to furlough equaling 4 FTEs) 1 GS-9 lead interpreter* 1.5 GS-5 park guides* 4 GS-5 park guides* 3 GS-9 protection rangers*
Operations and Maintenance Cost (based on current staff)	\$2,669,000	
Additional Operations and Maintenance Cost (based on increased staff)		\$574,300 – Phase 1 <u>\$320,300</u> – Phase 2* \$994,600

*In phase 2, additional staff needed for full park management of the Texas White House complex.

ALTERNATIVES CONSIDERED BUT REJECTED

No fully conceived alternatives were developed and later rejected. However, various concepts or portions of alternatives were considered, discussed, and rejected. Some of those ideas are described below.

- The construction of a road between the visitor center in Johnson City and the proposed back 40 maintenance facility was considered because of the desire by park staff to avoid driving slow-moving vehicles on busy U.S. 290. No route could be found that did not require purchase of property outside the park's authorized boundary or that did not significantly intrude on the views from the settlement area.
- The possibility of removing the poolhouse because it was constructed following the period of significance (1963–1973) was quickly rejected because it reflects the continuum of use at the site by Mrs. Johnson, a significant figure in the interpretation of the site.

Another concept quickly rejected was use of the poolhouse as a visitor contact facility. The size of the poolhouse and its location is awkward so near to the house. It would have been convenient for visitors walking up to the Texas White House complex from the birthplace, but would not have been as convenient for visitors arriving by bus as would Klein's shop.

- The possibility of private vehicular access to the LBJ Ranch was contemplated. It was rejected for the following reasons:

Preservation of the historic scene is paramount, and parking within the Texas White House complex would visually impact the historic setting, as well as parking large numbers of vehicles anywhere else on the ranch.

The National Park Service could not easily control the number of vehicles within the complex.

Vehicle/bus conflicts would occur.

The ranch is a working ranch with farm vehicles using the same roads that visitors would use. Also cattle/vehicle conflicts could occur.

There is inadequate parking along Park Road 49.